

#### **MEMORANDUM**

#### MONROE COUNTY PLANNING & ENVIRONMENTAL RESOURCES DEPARTMENT

To: Monroe County Planning Commission

Through: Emily Schemper, AICP, CFM, Senior Director of Planning & Environmental

Resources

From: Brad Stein, AICP, Planning and Development Review Manager

Michael Roberts, CEP, PWS, Assistant Director/Environmental Resources

Date: February 12, 2021

Subject: Major Conditional Use Permit, Southcliff Estates Employee Housing, 95301

Overseas Highway, Key Largo, Mile Marker 95.3 Oceanside, Parcel Id #s 00483370-000000, 00484390-000000 and 00484400-000000 (File # 2020-130)

Meeting: February 24, 2021

#### I REOUEST:

1

2

3

4

5

6

7

8

9

On August 11, 2020, the County received an application for a Major Conditional Use Permit for the proposed development of 28 attached residential dwelling units designated as employee housing in the Suburban Commercial (SC) Land Use (Zoning) District. *Employee housing* means an attached or detached dwelling unit that is intended to serve as affordable, permanent housing for working households, which derive at least 70% of their household income from gainful employment in the County and meet the requirements for affordable housing as defined in the Land Development Code.



Subject Property (center) with Land Use (Zoning) Districts (2018 Aerial)

#### II BACKGROUND INFORMATION:

1 2

- 3 **Location:** Corner of U.S. 1 and Snapper Lane near Mile Marker 95.3, Oceanside
- 4 **Address:** 95301 Overseas Highway, Key Largo
- 5 **Legal Description:** Northwesterly 720 feet of a Portion of Tract 6, Southcliff Estates (Plat
- 6 Book 2, Page 45) and Lots 1 and 2, Block 1, Revised Plat of Sunrise Point (Plat Book 3, Page
- 7 11), Key Largo, Monroe County, Florida
- 8 **Parcel Id Numbers:** 00483370-000000, 00484390-000000 and 00484400-000000
- 9 **Property Owners/Applicants:** Alice Riehl Living Trust, Armando and Maria C. Cabrera
- 10 **Agent:** Frank Pla
- Size of Site: 85,306 square feet (1.96 acres) per boundary survey and proposed site plan. Note,
- the site does not include the entire area of the property with Parcel Id 00483370-000000
- 13 Land Use (Zoning) District: Suburban Commercial (SC)
- 14 Future Land Use Map (FLUM) Category: Mixed Use/Commercial (MC)
- 15 **Tier Designation:** III (Infill Area)
- 16 **Flood Zones:** AE-8 and AE-9
- 17 **Existing Uses:** A single-family residence on Parcel # 00483370-000000; and vacant on Parcels
- 18 # 00484390-000000 and # 00484400-000000
- 19 **Existing Vegetation/Habitat:** Scarified and disturbed with hammock
- 20 Community Character of Immediate Vicinity: Single-and multi-family residential,
- commercial retail, offices, a mobile home park, a hotel and undeveloped parcels.

2223

III RELEVANT PRIOR COUNTY ACTIONS:

2425

On February 26, 1970, Building Permit # 20178 was issued for a residence on Parcel # 00483370-000000.

262728

On January 4, 1984, Building Permit # C14277 was issued for a double-faced billboard on Parcel # 00484390-000000.

293031

32

33

On October 5, 2016, the Planning and Environmental Resources Department provided a Letter of Understanding (File # 2016-081) to the agent regarding the proposed development of 40 rental apartments as affordable or employee housing and splitting the parcel with the existing residence.

343536

37

38

39

40

On June 26, 2017, a public hearing was held by the Planning Commission to consider an application for a Major Conditional Use Permit for the development of 28 employee housing on the subject parcels. The surrounding property owners of at least 20 percent provided a written notice pursuant to Section 110-6(c)(6), which required the project to be approved by a vote of at least four commissioners. The requested conditional use permit was not granted as only three (3) Planning Commissioners voted in favor of the request.

41 42 43

44

At a regularly scheduled public meeting on December 15, 2020, the DRC reviewed the proposed Major Conditional Use Permit.

#### IV REVIEW OF APPLICATION:

The current application is <u>not</u> materially different from that proposed at the 2017 public hearing. Therefore, per Section 110-8 – Successive Applications, of the Monroe County Land Development Code (LDC), it is only eligible to be considered at least two (2) years after the date the Conditional Use Permit was not approved (June 26, 2017). As of the date of both the application (August 11, 2020) and the scheduled Planning Commission hearing (February 14, 2021) for the current proposal, it has been more than two (2) years since the previous proposal wasn't approved; therefore the application is eligible to be considered again by the Planning Commission.

#### Section 110-8 – Successive Applications.

Whenever any application for development approval is denied for failure to meet the substantive requirements of the Comprehensive Plan and/or the Land Development Code, an application for development approval for all or a part of the same property shall not be considered for a period of two (2) years after the date of denial unless the subsequent application involves a development proposal that is materially different from the prior proposal or unless four (4) members of the Planning Commission determine that the prior denial was based on the material mistake of fact. For the purposes of this provision, a development proposal shall be considered materially different if it involves a significant modification(s) as determined by Planning Director or the application expressly satisfies the deficiencies that were identified in the prior denial. The body charged with conducting the initial public hearing under such successive applications shall resolve any question concerning the similarity of a second application or other questions that may develop under this section.

LDC Section 110-67 provides the standards which are applicable to all conditional uses. When considering applications for a conditional use permit, the Planning Director and the Planning Commission shall consider the extent to which:

(a) The conditional use is consistent with the purposes, goals, objectives and policies of the Comprehensive Plan and this Land Development Code: **In compliance** 

Policies from the *Monroe County Year 2030 Comprehensive Plan* that directly pertain to the proposed conditional use include:

#### **Policy 101.5.6**

The principal purpose of the Mixed Use/Commercial (MC) future land use category is to provide for the establishment of mixed use commercial land use (zoning) districts where various types of commercial retail and office may be permitted at intensities which are consistent with the community character and the natural environment. Employee housing and commercial apartments are also permitted. In addition, Mixed Use/Commercial land use districts are to establish and conserve areas of mixed uses, which may include maritime industry, light industrial uses, commercial fishing, transient and permanent residential, institutional, public, and commercial retail uses.

This future land use category is also intended to allow for the establishment of mixed use development patterns, where appropriate. Various types of residential and nonresidential uses may be permitted; however, heavy industrial uses and similarly incompatible uses shall be prohibited. The County shall continue to take a proactive role in encouraging the preservation and enhancement of community character and recreational and commercial working waterfronts.

In order to protect environmentally sensitive lands, the following development controls shall apply to all hammocks, pinelands, and disturbed wetlands within this land use category:

- 1. only low intensity commercial uses shall be allowed;
- 2. a maximum floor area ratio of 0.10 shall apply to nonresidential development; and
- 3. maximum net residential density shall be zero.

The subject property is predominately disturbed upland, but does contain some fringing hammock along the western property line, according to a Vegetation Survey & Mitigation Plan by Julie Cheon updated 8/04/2020. Based on the site plan and survey provided with the application, the hammock area consists of approximately 10,854 square feet. There are no commercial retail or office spaces proposed, and all residential uses are located in disturbed portions of the parcel.

### **Policy 101.5.25**

Monroe County hereby adopts the following density and intensity standards for the future land use categories, which are shown on the FLUM and described in Policies 101.5.1 - 101.5.20.

Future Land Use Densities and Intensities					
	Residen	Nonresidential	Minimum Open		
Future Land Use Category And Corresponding Zoning	Allocated Density (a) (per upland acre)	Maximum Net Density <sup>(a) (b)</sup> (per buildable acre)	Maximum Intensity (floor area ratio)	Space Ratio <sup>(c)</sup>	
	**	***			
Mixed Use/Commercial (MC) (f)(g) (SC, UC, DR, RV, MU and MI zoning)	1 du (DR, MU, MI) 3 du (SC) 6 du (UC) Commercial Apartments (RV) (h) 5—15 rooms/spaces	2 du (MI) 6-18 du (SC) <sup>(k)</sup> 12 du (UC) 12—18 du (MU) <sup>(k)</sup> 18 du (DR) 10—25 rooms/spaces	0.10—0.45 (SC, UC, DR, MU) <2,500 SF (RV) 0.30—0.60 (MI)	0.20	
****					

- (a) The allocated densities for submerged lands, salt ponds, freshwater ponds, and mangroves shall be 0 and the maximum net density bonuses shall not be available.
- (b) The Maximum Net Density is the maximum density allowable with the use of TDRs, or for qualifying affordable housing development. TDRs can be utilized to attain the density between the allocated density standard up to the maximum net density standard. Deed restricted affordable dwelling units may be built up to the maximum net density without the use of TDRs. "N/A" means that maximum net density bonuses shall not be available. Buildable acres means the portion of a parcel of land that is developable and is not required open space.
- (k) The maximum net density shall be 25 du/buildable acre for the UR zoning district and shall be 18 du/buildable acre for the MU and SC zoning district for development where all units are deed restricted affordable dwelling units. For the UR zoning district market rate housing may be developed as part of an affordable or employee housing project with a maximum net density not exceeding 18 du/buildable acre.

#### **GOAL 601**

Monroe County shall adopt programs and policies to facilitate access by residents to adequate and affordable housing that is safe, decent, and structurally sound, and that meets the needs of the population based on type, tenure characteristics, unit size and individual preferences.

The County has adopted programs and policies, such as through the Land Development Code, to facilitate access to affordable and employee housing. This includes establishing land use (zoning) districts and maximum densities for affordable and employee housing.

### **Policy 601.1.9**

Monroe County shall maintain land development regulations which may include density bonuses, impact fee waiver programs, and other possible regulations to encourage affordable housing.

The adopted County Land Development Code in effect at the time the subject application was received and found complete includes density bonuses (i.e., maximum net density), impact fee waivers and other regulations to encourage affordable and employee housing.

The property is located within the planning area of the *Livable CommuniKeys Master Plan* for *Tavernier Creek to Mile Marker 97*. Action Items of the plan that directly pertain to the subject property and proposed redevelopment include:

#### **Action Item 2.1.3**

Cluster new development on lots adjacent to U.S. 1 between Tavernier Creek and MM 97 away from the roadway maintaining the maximum amount of existing vegetation, even if the quality of the hammock would dictate clustering the development closer to the road under [former LDC] Sec. 9.5-345(f).

The proposed development is adequately clustered in a way that preserves the most existing native and non-invasive vegetation (e.g., trees, shrubs, hammock), given the required setbacks, open space and environmental standards.

#### Action Item 2.3.2

Require landscape buffers in this section of U.S. 1 to be planted with native plants.

The proposed development includes planting of native plants for all required landscape buffers.

#### Action Item 11.2.1

Bring all residences to within 800 feet of a fire hydrant and all commercial uses within 500 feet of a fire hydrant by working with the Monroe County Fire and Rescue and the Florida Keys Aqueduct Authority as the two agencies continue to install hydrants and replace aqueduct pipes.

The applicant has coordinated with the County Fire Marshal's office and fire hydrants are indicated on the proposed site plan.

The property is located within the planning area of the *Tavernier Creek to Mile Marker 97 U.S. Highway 1 Corridor Development Standards and Guidelines* (2005). The property is in one of five locations classified as "T3 Suburban," which is "characterized by intermittent occurrences of open space, residential development of diverse densities, and industrial and general commercial uses following a pattern similar to that found in the mainland suburbs<sup>1</sup>."

The 2030 Comprehensive Plan includes the Principles for Guiding Development in the Florida Keys Area of Critical State Concern, pursuant to 380.0552(7), Florida Statutes (the "Principles"). All development in Monroe County must be consistent with the Principles. One of the Principles is "Making available adequate affordable housing for all sectors of the population of the Florida Keys." The proposed development would be consistent with this and all of the Principles, as evaluated by staff in this memorandum.

(b) The conditional use is consistent with the community character of the immediate vicinity of the parcel proposed for development: **In compliance** 

The subject property is located at the corner of Overseas Highway / U.S. 1 and Snapper Lane near mile marker 95.3, on land running from northbound U.S. 1 toward the ocean. The surrounding area within 600 feet around the subject property consists of a suburban mixture of land uses, including single- and multi-family residential, commercial retail, offices, a mobile home park, a hotel and undeveloped parcels. The property is immediately adjacent to a property known as Divers Cove to the northeast, the Atlantic Ocean to the southeast, detached single-family dwellings and one multifamily dwelling along Snapper Lane to the southeast, and U.S. 1 Overseas Highway to the northwest.

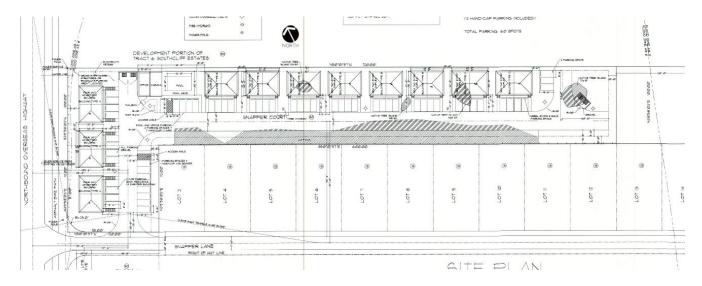
<sup>&</sup>lt;sup>1</sup> Page 7 of Tavernier Creek to Mile Marker 97 U.S. Highway 1 Corridor Development Standards and Guidelines (2005)

Overall, staff finds the proposed residential development, its buildings being of comparable size and site layout as the existing nearby residences, would be consistent with the community character of the immediate vicinity.

(c) The design of the proposed development minimizes adverse effects, including visual impacts, of the proposed use on adjacent properties: **In compliance** 

The design of the proposed development includes three (3) fourplex buildings parallel to U.S. 1 and eight (8) duplex buildings perpendicular to U.S. 1. The 3 fourplexes are located the furthest away from the existing single-family residences along Snapper Lane. The eight duplexes are laid out in a similar fashion as the platted lots (*see image below*). Most of an existing hammock area that lies along the boundary of the property and the adjacent single family lots would be preserved (*as shown by the hatching in the image below*) and new required landscaping would be installed throughout the property, both of which would help minimize any visual impacts on adjacent properties.

Staff recommends that opaque fencing be installed along the property line abutting the Divers Cove property to the northeast to provide additional visual screening. Overall, staff finds the proposed residential development, being designed in a similar architectural style and arranged in a similar layout to the surrounding residences would minimize adverse visual impacts on adjacent properties.



Clip of Proposed site plan

(d) The proposed use will have an adverse effect on the value of surrounding properties: In compliance

There is no evidence indicating that the proposed redevelopment would have an adverse impact on the value of the surrounding properties.

(e) The adequacy of public facilities and services: **In compliance** 

# 10 11

#### 1. Transportation/Roadways:

Localized Impacts & Access Management: Vehicular access to the site is proposed via a driveway on Snapper Lane, which connects to U.S. 1. Access to and from the development must be approved by the County Public Works Division and the County Engineer. Additionally, the proposed access drives must be designed in accordance with the Land Development Code.

A Traffic Impact Statement dated July 1, 2020 was provided by the applicant's Traffic Engineer and reviewed by the County's Consulting Traffic Engineer. The statement shows a trip generation of 204 daily trips (see table below).

		T	able 1					
		Trip Gener	ration An	alysis				
	South	cliff Estates	- Key La	rgo, Florid	a			
Land Use		Daily AM Peal		eak Hour Trips		PM Peak Hour Trips		
	Size	Trips	In	Out	Total	In	Out	Total
Proposed	F. P. C. P. C. S.			-1-0000				7-730000
Multifamily Housing (Low-Rise)	28 DU	204	3	10	13	10	6	16

Compiled by: KBP Consulting, Inc. (July 2020).

Source: Institute of Transportation Engineers (ITE) Trip Generation Manual (10th Edition).

12 13 14

15 16 17

18

19

20

21

2.2. 23

24

25 26

27 28 29

30

31 32

The subject property is located within the County's Segment 22 which is operating at a Level of Service (LOS) "A" and has a reserve capacity of 8,819 trips, which is adequate to meet US1 level of service.

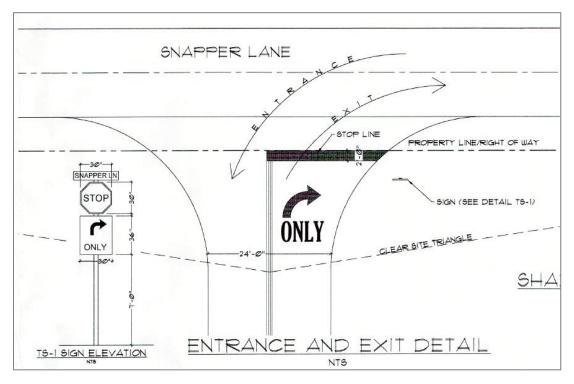
The County's traffic consultant had one comment regarding the submitted trip analysis, requesting that the access on Snapper Lane meet appropriate County and FDOT standards:

We have reviewed the Traffic Statement associated with the subject development. Below is our comment for your consideration.

1. Please make sure the proposed access driveway on Snapper Lane meets appropriate Monroe County/ DOT Standards.

That comment has been addressed by the applicant by providing an email from FDOT dated January 13, 2021, to which AECOM has provided a Memo dated January 28, 2021, stating that they have no further comments regarding the driveway. And an email was provided by Monroe County's Engineering Services dated December 23, 2020, stating that the information supplied by the applicant addresses the comments from her memo dated October 15, 2020 and that she does not have any further questions or comments.

The public has expressed concerns over residents of the proposed development driving through the neighborhood on Snapper Lane and Lobster Lane. The applicant has



- 2. *Solid Waste*: The applicant provided a coordination letter dated July 22, 2020 from Monroe County Solid Waste Management.
- 3. *Potable Water*: The applicant provided a coordination letter dated July 18, 2020 from the Florida Keys Aqueduct Authority.
- 4. *Sanitary Sewer*: The applicant provided a coordination letter dated July 28, 2020 from the Key Largo Waste Water Treatment District.
- 5. *Drainage/Stormwater*: The revised plans submitted included stormwater calculations (Sheet SW-1) and a revised stormwater management plan that meet the storage and treatment requirements of LDC Section 114-3.
- 6. *Schools*: Sufficient school classroom capacity is available to accommodate the proposed uses, according to the 2018-2019 Monroe County Public Facilities Capacity Assessment Report.
- 7. *Recreation and Open Space*: Sufficient recreation and open space capacity is available to accommodate the proposed uses, according to the 2018-2019 Monroe County Public Facilities Capacity Assessment Report.
- (f) The applicant for conditional use approval has the financial and technical capacity to complete the development as proposed and has made adequate legal provision to

guarantee the provision and development of any improvements associated with the proposed development: **In compliance** 

There is no evidence to support or disprove the applicant's financial and technical capacity.

(g) The development will adversely affect a known archaeological, historical or cultural resource: **In compliance** 

The proposed development would not adversely affect a known archaeological, historical or cultural resource.

(h) Public access to public beaches and other waterfront areas is preserved as a part of the proposed development: In compliance

The property is currently adjacent to a waterfront area, but the property has not and does not provide public access to any public beaches or other waterfront areas. No public access is proposed or required to be preserved as part of the proposed development.

- (i) The proposed use complies with all additional standards imposed on it by the particular provision of this Land Development Code authorizing such use and by all other applicable requirements:
  - 1. Residential Rate of Growth Ordinance (ROGO) (LDC Chapter 138, Article II): *In compliance, upon approval of ROGO allocation awards*

Residential ROGO allocation awards would be required for the proposed development of 28 new employee housing units. The existing residence on Parcel# 00483370-000000 is proposed to remain, but the parcel would be subdivided and will not be part of the proposed development.

2. Nonresidential Rate of Growth Ordinance (NROGO) (LDC Chapter 138, Article III): *Not applicable* 

No nonresidential floor area is existing or proposed because the proposed office/cabana building is accessory to the principal residential use and will be conditioned as such. Residential uses are not considered nonresidential floor area.

3. District Purpose (LDC Section 130-43): *In compliance* 

The subject property is located within the SC Land Use (Zoning) District.

The purpose of the SC District is to establish areas for commercial uses designed and intended primarily to serve the needs of the immediate planning area in which they are located. This district should be established at locations convenient and accessible to residential areas to reduce trips on U.S. 1.

The proposed employee housing dwelling units are an allowed use within the SC district, and serve the affordable housing needs of Monroe County, including the Upper Keys area.

4. Permitted and Conditional Uses (LDC Section 130-93): In compliance, subject to approval of the requested Major CUP and compliance with conditions of approval

The proposed development is for 28 attached employee housing dwelling units on property located within the SC Land Use District. Pursuant to LDC Section 130-93(c)(9), attached and unattached residential dwellings involving more than 18 units, designated as employee housing as provided for in LDC Section 139-1, are permitted as major conditional uses in the SC Land Use District, subject to the standards and procedures set forth in LDC Chapter 110, Article III; therefore, the proposed development requires a Major Conditional Use Permit.

Sec. 130-93. - Suburban Commercial District (SC).

. . .

(c) The following uses are permitted as major conditional uses in the Suburban Commercial district subject to the standards and procedures set forth in Chapter 110, Article III:

. . .

(9) Attached and detached dwellings involving more than 18 units, designated as employee housing as provided for in section 139-1.

5. Minimum Open Space (LDC Sections 118-9, 118-10, 130-157, 130-162 & 130-164): *In compliance* 

The minimum required open space ratio (OSR) for the proposed use within the SC District is 0.20 or 20%. According to the survey and proposed site plan, the property consists of 85,306 square feet of upland area. Therefore, at least 17,061 square feet of the total land area shall remain open space. The proposed site plan (sheet C-1, signed 7/10/2020) indicates there would be 31,459 square feet (0.37 OSR or 36.88%) of open space.

6. Maximum Residential Densities and Nonresidential Land Use Intensities (LDC Sections 130-157, 130-162 & 130-164): *In compliance* 

#### Residential Density Analysis

No structure or land in the County shall be developed, used or occupied at an intensity or density greater than the standards set out in LDC Chapter 130, Article V. The County LDC allows affordable and employee housing dwelling units in the SC District to utilize the maximum net density of up to 18 dwelling units per "buildable area" pursuant to LDC Section 139-1.

The Monroe County Comprehensive Plan defines the following relevant terms:

 *Density, Maximum Net* means the maximum number of dwelling units or rooms/ spaces which may be permitted to be developed per buildable acre, with the use of Transferable Development Rights (TDRs) or for affordable housing.

Buildable Acre means the upland portion of a parcel that is not required open space. Also referred to as Buildable Area.

#### LDC Section 101-1 defines the following relevant terms:

*Density, maximum net*, means the maximum density permitted to be developed per unit of land on the net buildable area of a site, as measured in dwelling units or rooms per acre.

*Net buildable area* means that portion of a parcel of land that is developable and is not open space required by LDC Section 130-157 or required minimum bufferyard under LDC Chapter 114, Article V or required setbacks under LDC Section 130-186.

Given the land area and open space required (as outlined above), the net buildable area of the property would be 68,245 square feet or 1.57 acres. The maximum residential density of the subject property, pursuant to LDC Section 130-157, shall be in accordance with the following table:

Land Use District	Maximum Net Density Standard	Net Buildable Area	Maximum DUs permitted based on density standard	Proposed # of DUs	Development Potential Used	
Suburban Commercial (SC):						
Affordable & Employee Housing per LDC Section 139-1	18 DU / Buildable Area	1.57 acres	28 DUs	28 DUs	100%	
Maximum Net Density per Comp Plan Policy 101.5.6 (hammock)	0	0	0	0	0	

The proposed development is for 28 employee housing dwelling units. The proposed development is located outside of the existing hammock area to be preserved. If the requested Major CUP is approved, the property will have utilized the full residential development potential allowed under the LDC.

#### Nonresidential Floor Area Analysis

LDC Section 101-1 defines "floor area" as "the sum of the gross horizontal areas of each story of the principal building, measured from the exterior walls or from the centerline of party walls, including the floor area of accessory uses and of accessory

buildings and structures." Further, pursuant to LDC Section 138-47(a), the term "nonresidential floor area" does not include space occupied by residential uses.

Therefore, the proposed office/cabana building, which is accessory to the residential development, is not subject to the nonresidential intensity standards of the SC District.

#### 7. Required Setbacks (LDC Sections 118-12 & 130-186): In compliance

Pursuant to LDC Section 130-186, the required non-shoreline setbacks within the SC Land Use District are:

Summary of Required Non-Shoreline SC District Setbacks per LDC Section 130-186						
Setback	Minimum	Proposed	In compliance?			
Туре	Required (feet)	Setback (feet)	Y/N			
Primary Front Yard (along Snapper Lane)	25	25	Y			
Secondary Front Yard (along U.S. 1)	15	15	Y			
Primary Side Yard (along SW property line of Parcel # 00483370- 000000)	10	18' to asphalt roadway; 63' to building	Y			
Secondary Side Yard (along NE property line of Parcel # 00483370- 000000)	5	5	Y			
Rear Yard (along SE property line of Parcel # 00483370- 000000)	10	10' to asphalt roadway; 23' to trash enclosure; ~100' to building	Y			

Pursuant to Code Section 101-1, setback means the area between a building or structure and the property line of the parcel of land on which the building or structure is located, unoccupied and unobstructed from the ground upward, except for fences or other development permitted in the area as provided for in this Land Development Code. In measuring a setback, the horizontal distance between the property line and the furthermost projection of the building or structure shall be used. Further, the setback shall be measured at a right angle (90 degrees) from the property line.

The required setbacks outlined above are for the aggregated development site created by the three combined parcels, excluding the new parcel to be created by the proposed subdivision for the existing residential dwelling unit.

#### 8. Maximum Height (LDC Section 130-187): In compliance

No structure or building shall be developed that exceeds a maximum height of 35 feet. Pursuant to LDC Section 101-1:

 Height means the vertical distance between grade and the highest part of any structure, including mechanical equipment, but excluding the following: chimneys; spires and/or steeples on structures used for institutional and/or public uses only; radio and/or television antenna, flagpoles; solar apparatus; utility poles and/or transmission towers; and certain antenna supporting structures with attached antenna and/or collocations as permitted in Chapter 146. However, in no event shall any of the exclusions enumerated in this definition be construed to permit any habitable or usable space to exceed the applicable height limitations. In the case of airport districts, the height limitations therein shall be absolute and the exclusions enumerated in this definition shall not apply.

Grade means the highest natural elevation of the ground surface, prior to construction, next to the proposed walls of a structure, or the crown or curb of the nearest road directly adjacent to the structure, whichever is higher. To confirm the natural elevation of the ground surface, prior to construction, the county shall utilize the Light Detection and Ranging (LiDAR) dataset for Monroe County prepared in 2007 and other best available data, including, but not limited to, preconstruction boundary surveys with elevations, pre-construction topographic surveys, elevation certificates and/or other optical remote sensing data.

According to the building elevation plans on sheets A-5 and A-6, Building Type A would have a proposed height of 28 feet, 2 inches as measured from U.S. 1 crown of road grade of +6.06 feet NGVD. Building Types B and C would have a proposed height of 29 feet, 2 inches as measured from Snapper Lane crown of road grade of +5.05 feet NGVD. According to the submitted survey and revised plans, existing on-site grade elevations range from 2.8' to 4.4' NGVD.

According to the building elevation plan on sheet A-6, the office/cabana building would have a proposed height of 15 feet, 2 inches as measured from existing/finished grade of +4.0 feet NGVD.

9. Surface Water Management Criteria (LDC Section 114-3): In compliance

The revised Stormwater management plan and Sheet SW-1 (Revision 1 dated 12/18/2020) meet the stormwater quality and quantity requirements of Chapter 114-3.

- 10. Wastewater Treatment Criteria (LDC Section 114-5): Full compliance to be determined by KLWTD and Building Department prior to the issuance of a building permit
- 11. Fences (LDC Section 114-13): Full compliance to be determined upon building permit application review

The revised Site Improvements Plan (Sheet SI-1, signed 1/21/2021) depicts vinyl coated chain link fencing along U.S. 1 "to match existing," and a wood shadowbox

fence at locations without existing fencing along the property line abutting the Snapper Lane residences; although design details are not provided. A separate permit will be required at time of building permit application and must meet the following design criteria:

- (a) Height. In general, all fences shall be measured from the highest finished elevation adjacent to the fence and shall not exceed six feet in height.
  - (1) For any parcel of land with access to U.S. 1, any property with access to an arterial road and/or any property developed with a nonresidential use, a fence shall not exceed three (3) feet in height within a clear sight triangle as defined in Section 114-201;
  - (2) For any parcel of land located along US 1 or adjacent to the intersection of any two public roads, a fence shall not exceed three (3) feet in height within a clear sight triangle as defined in section 114-201 and/or according to FDOT and national American Association of State Highway and Transportation Officials (AASHTO) standards, whichever is more restrictive;
  - (4) A fence shall not exceed four (4) feet in height within any front yard setback or within any side yard setback that overlaps with a front yard setback, as required pursuant to Chapter 131, except as follows:
    - b. Within the Airport (AD), Commercial 1 (C1), Commercial 2 (C2), Commercial Fishing Area (CFA), Commercial Fishing Special District (CFSD), Commercial fishing Village (CFV), Destination Resort (DR), Industrial (I), Maritime Industries (MI), Mixed Use (MU), Recreational Vehicle (RV), Suburban Commercial (SC) and Urban Commercial (UC) Land Use (Zoning) Districts, fences of up to six (6) feet in height may be permitted, provided the fences are not located within clear sight triangles as defined in Section 114-201 and/or according to FDOT and national AASHTO standards, whichever is more restrictive;
- (b) Setbacks. In general, notwithstanding the setback requirements in Section 131-1, fencing may be located anywhere on the property, including the property line, except as follows:
  - (1) The use of a fence shall not negate bufferyard requirements and standards. The clearing of existing native vegetation to locate a fence in the bufferyard shall only be permitted to facilitate the construction of fences located along the inside or outside edge of the required bufferyard.

In addition to the above, staff recommends that opaque fencing be installed along the property line abutting the Divers Cove property to the northeast to provide additional visual screening. Additionally, there is no fence depicted on the proposed plans along the northwest side property line of Lot 3 abutting the proposed development; according to the survey provided, there appears to be a wood fence existing along this property line. Staff recommends the existing fence be maintained if in good condition, or replaced with opaque fencing.

12. Floodplain Management (LDC Chapter 122): Full compliance to be determined upon building permit application review

All new structures must be designed to current floodplain management standards, pursuant to LDC Chapter 122. According to the submitted survey, the site is located within the AE-8 and AE-9 flood zones on the Federal Emergency Management Agency (FEMA)'s flood insurance rate maps. All proposed buildings would be located within the AE-8 flood zone. The elevation plans on sheets A-5 and A-6 show that the finished first floor of Building Types A, B and C would have an elevation of at least +8.0 feet NGVD and the office/cabana building would have an elevation of 5.3 feet NGVD. Flood zones and required building design will be reviewed at the time of building permit by Floodplain Management staff.

- 13. Energy Conservation Standards (LDC Section 114-45): Full compliance to be determined upon building permit application review
- 14. Potable Water Conservation Standards (LDC Section 114-46): Full compliance to be determined by FKAA and Building Department prior to the issuance of a building permit
- 15. Required Off-Street Parking (LDC Section 114-67): In compliance

The proposed development is subject to the required number of off-street parking spaces pursuant to LDC Section 114-67(c). The table below lists the number of parking spaces to be provided for each proposed use:

Specific Use Category	Minimum Required Number of Parking Spaces	Proposed Use	Required Spaces
Multifamily residential	2 spaces per each 1-bedroom or	24 units	48
developments	2-bedroom dwelling unit		
•	3 spaces per each 3 or more	4 units	12
	bedroom dwelling unit		
Offices	3 spaces per 1,000 SF	450 SF	1
		Total:	61

The proposed site plan (sheet C-1) indicates 60 off-street parking spaces, including three ADA accessible spaces. One (1) additional space is required for the office use. The applicant is using the shared parking option in LDC Section 114-67(i) to comply with the off-street parking requirements, which would result in 60 off-street parking spaces being required. The shared parking calculation is indicated in a table on the site plan as follows.

SHARED PARKING CALCULATION							
		PERCENTAGE OF USE					
	NIGHTTIME	WEEK					
	12:00am - 6:00 am	9:00am - 4:00pm	6:00pm - 12:00 am	9:00am - 4:00pm	6:00pm - 12:00 am		
RESIDENTIAL	100%	60%	90%	80%	90%		
a⊞icŧ	5%	100%	10%	10%	5%		
	MULTIPLE	MULTIPLE BY PARKING BY PERCENTAGES ABOVE					
60 SPOTS RESIDENTIAL	60.00	36.00	54.00	48.00	54.00		
1 SPOT OFFICE	0.05	1.00	0.10	0.10	.05	HIGHEST	
TOTAL ROUNDED	60	37	54	48	54	60	

Pursuant to LDC Section 114-67(f), the number and design of handicapped parking spaces shall be in accordance with the provisions of County Code Chapter 6, which incorporates by reference the Florida Building Code. Three ADA accessible parking spaces are proposed.

Design and dimensional requirements of parking spaces and aisle widths are set forth in LDC Section 114-67(b). Standard parking spaces are 8.5 feet in width and 18 feet in length. The proposed parking spaces meet or exceed the minimum dimensions. The minimum 24-foot aisle width is provided. Wheel stops are indicated in all off-street parking spaces, pursuant to LDC Section 114-67(j).

#### 16. Required Loading/Unloading Spaces (LDC Section 114-69): Not applicable

#### 17. Landscaping (LDC Chapter 114, Article IV): In Compliance

The proposed landscaping plan (sheet L-1, revised 1/2/2021) has been revised to include 6,312 square feet of parking lot landscaping (20% of the total parking area of 31,560 square feet). The required number of canopy trees, understory trees and shrubs are provided on Sheet L-1; including the required details as to species to be planted, size and location.

#### 18. Street Trees (LDC Section 114-104): In compliance

One (1) street tree is required within the frontage on Snapper Lane. Street trees shall be native canopy trees, not intrusive to utilities or pavement. Existing native vegetation takes priority and satisfies this requirement if present. The proposed landscaping depicted on Sheet L-1 meets the street tree requirements for the Snapper Lane frontage.

#### 19. Scenic Corridor and Bufferyards (LDC Chapter 114, Article V): In Compliance

There is a Land Use District boundary buffer required between subject parcels 00483370-000000 (SC) and the parcels designated Improved Subdivision (IS) to the south/southwest. This required buffer is a Class D buffer per LDC Section 114-126. A

Class D buffer must be a minimum of 20 feet in width and planted in accordance with the standards provided in LDC Section 114-128. In accordance with LDC Section 114-129, where both sides of the district boundary are vacant, each side shall be responsible for half of the required buffer. The plans include a 10-foot wide buffer area, but do also include the full number of plants for a full 20-foot buffer area.

A major street buffer is required on the subject parcels adjacent to U.S. 1 according to LDC Section 114-125. The required major street buffer is a Class C buffer per LDC Section 114-127. A Class C buffer must be a minimum of 10 feet in width and planted in accordance with the standards provided in LDC Section 114-128.

The proposed landscaping plan (sheet L-1, revised 1/2/2021) depicts buffers that are in compliance with the width and density requirements of the above.

# 20. Environmental Design Criteria and Mitigation Standards (LDC Sections 118-6, 118-7, 118-8 & 118-10): *In Compliance*

In accordance with LDC Section 118-7(1), "to the maximum extent practicable, development shall be sited so as to preserve all listed threatened, endangered, commercially exploited, and regionally important native plant species and all native trees with a diameter at breast height (DBH) of greater than four inches. In those instances where an applicant can demonstrate that avoidance of such species or trees is not possible by clustering or by an alternate design approach, then such species and trees shall be relocated or replaced with nursery stock of the same species or equally rare species suitable to the site pursuant to a transplantation plan approved in accordance with LDC Section 118-8."

The plans submitted with the application indicate that the total area of hammock on the site is 12,006 square feet. Within the Tier III overlay district, 40% of the native vegetation is allowed to be cleared (4,802 square feet). The application proposes the clearing of 4,005 square feet (797 square feet less than the maximum permitted) and is in compliance. The updated existing conditions report prepared by Julie Cheon and submitted with the application (revised 8/4/20) includes a detailed mitigation plan prepared in accordance with the requirements of Chapter 118-2 detailing the trees to be removed and retained.

Mitigation for the qualifying native trees to be removed shall be required at time of building permit issuance. Based on the information provided in the ECR, staff estimates the required mitigation at \$85,094.99.

Additionally if a substantial fence (board on board wood fence, properly installed chain link, etc.) is placed along the edge of the internal roadway for the full duration of construction, and if the hammock successfully remains unimpacted during construction, it will counted as part of the required conservation easement area.

#### 21. Outdoor Lighting (LDC Chapter 114, Article VI): In compliance

19 20 21

22

23

24 25

26 27

28

29 30 31

32

33 34 35

36 37

38

39

40

41 42 43

44

45

46

No structure or land shall be developed, used or occupied unless all outdoor lighting conforms to the requirements of LDC Chapter 114, Article VI and the sea turtle protection provisions of Chapter 12, Article V of the County Code of Ordinances, unless otherwise specified within the LDC.

All outdoor lighting shall conform to the requirements of LDC Chapter 114, Article VI. All outdoor lighting shall be designed, located and mounted at maximum heights of 18 feet for noncutoff lights and 35 feet for cutoff lights, pursuant to LDC Section 114-160. All outdoor lighting shall be designed and located such that the maximum illumination measured in footcandles at the property line shall not exceed 0.3 footcandle for noncutoff lights and 1.5 footcandles for cutoff lights, pursuant to LDC Section 114-161.

A photometric plan signed 1/7/2021 was provided showing compliance with outdoor lighting.

## 22. Signs (LDC Chapter 142): Full compliance to be determined upon building permit application review

Signage is not being reviewed as part of this application. Any new signage shall be reviewed independently for compliance as an accessory use/structure under a building permit application.

#### 23. Access Standards (LDC Chapter 114, Article VII): In compliance

Vehicular access to the site is proposed via a single driveway on Snapper Lane, a County road that provides access to U.S. 1. No direct access to U.S. 1 is proposed from the subject property. The proposed access to Snapper Lane would require a driveway connection permit from the County Public Works Department.

## 24. Accessibility (Chapter 533, Florida Statues): Full compliance to be determined upon building permit application review

#### 25. Solid Waste/Recycling (LDC Section 114-21): *In compliance*

Multi-family residential development shall make adequate provision for a solid waste/recycling collection area in accordance with the standards in LDC Section 114-21. For multi-family residential development with 16 to 30 dwelling units, a minimum collection area of 240 square feet is required. The plan S-1 for the proposed indicates the two trash/recycling collection areas to be 24 feet by 10 feet and 24 feet by 11 feet, for a combined total collection area of 504 square feet.

The collection area shall meet the setback, screening, enclosure design and location standards of LDC Section 114-21. The two proposed collection areas comply with the standards.

#### 26. Inclusionary Housing Requirements (LDC Section 139-1): Not applicable

The proposed employee housing uses are exempt from the inclusionary housing requirements, pursuant to LDC Section 139-1(b)(3)a.

#### 27. Other Issues:

- a. Pursuant to LDC Section 139-1(a)(6)h., "Affordable housing projects shall be no greater than 20 units unless approved by resolution of the county Planning Commission. The Planning Commission's decision may be appealed to the BOCC using the procedures described in Section 102-185, with the BOCC serving as the appellate body for the purpose of this section only." This approval will be considered by the Planning Commission at the same meeting as the public hearing for the requested Major CUP.
- b. Affordable and employee housing dwelling units must be deed restricted. The covenants for any employee housing units shall be effective for a period of at least 99 years, pursuant to LDC Section 139-1(f)(1), Before any building permit may be issued for any structure, portion or phase of a project subject to this section, a restrictive covenant shall be approved by the Assistant County Administrator and county attorney and recorded in the office of the clerk of the county to ensure compliance with the provision of this section running in favor of the county and enforceable by the county and, if applicable, a participating municipality. The following requirements shall apply to these restrictive covenants:
  - a. The covenants for any affordable or employee housing units shall be effective for a period of at least 99 years.
  - b. The covenants shall not commence running until a certificate of occupancy has been issued by the building official for the dwelling unit or dwelling units to which the covenant or covenants apply.

Employee housing dwelling units are restricted to households meeting the income and employment requirements of LDC Section 139-1(a)(6)b. Except as provided for under the special provisions for employer-owned rental housing as set forth under subsection (a)(6)k of this section, if the affordable housing dwelling unit is designed for employee housing, the use of the dwelling is restricted to households that derive at least 70 percent of their household income from gainful employment in the county and meet the adjusted gross annual income limits for median income as defined in Section 101-1.

#### LDC Section 101-1 defines the following relevant terms:

Median income, rental rates and qualifying incomes table, means eligibility requirements compiled each year by the planning department based upon the median annual household income published for the county on an annual basis by the U.S. Department of Housing and Urban Development and similar

 information for median and moderate income levels from the Florida Housing Finance Corporation. Affordable housing eligibility requirements for each household will be based upon median annual household income adjusted by family size, as set forth by the U.S. Department of Housing and Urban Development and the Florida Housing Finance Corporation. The county shall rely upon this information to determine maximum rental rates and maximum household incomes eligible for affordable housing rental or purchase.

Current income limits, sales prices and rental rates for affordable and employee housing can be found on the County website at <a href="http://www.monroecounty-fl.gov/DocumentCenter/View/17697/2020-Rental-Limits">http://www.monroecounty-fl.gov/DocumentCenter/View/17697/2020-Rental-Limits</a>.

The eligibility of a potential owner-occupier or renter of an employee housing dwelling unit, developed as part of an employee housing project, shall be determined by the Planning Department upon submittal of an affidavit of qualification to the Planning Department. Occupants of employee housing dwelling units must requalify annually, unless the owner-occupant has a current homestead exemption.

Upon written agreement between the Planning Director and an eligible governmental or nongovernmental entity, the Planning Director may authorize that third-party entity to administer the eligibility and compliance requirements for current and potential occupants of the employee housing dwelling units, pursuant to LDC Section 139-1(f)(8).

c. The proposed subdivision of the parcel with Parcel Id # 00483370-000000 would be subject to LDC Chapter 110, Article IV. Plat approval is not required for the division of land into two parcels if the land involved in the division was not previously divided without plat approval, and where the disclosure statement required under LDC Section 110-96(f) is attached to the conveyance.

Section 110-96(f): The conveyance of land that involves the division of the land into two parcels where plat approval is not obtained pursuant to this article shall include the following disclosure statement:

"The parcel of land described in this instrument is located in the unincorporated areas of the county. The use of the parcel of land is subject to and restricted by the goals, policies and objectives of the Monroe County Plan and Development Regulations adopted as a part of, and in conjunction with and as a means of implementing the Monroe County Comprehensive Plan. The land development regulations provide that no building permit shall be issued for any development of any kind unless the proposed development complies with each and every requirement of the regulations, including minimum area requirements for residential development. You are hereby notified that under the Monroe County Land Development Regulations the division of land into parcels of land which are

 not approved as platted lots under the regulations confers no right to develop a parcel of land for any purpose."

The resulting parcels from the proposed subdivision must each comply with all the LDC standards, such as minimum land area for density purposes, setbacks and open space.

Specifically, the new parcel would not be part of the proposed employee housing development, but contains an existing residence. After the subdivision, the new parcel must have sufficient land area so as not to create a nonconformity to density for the existing dwelling unit. Within the SC District for market-rate dwelling units, the allocated density is three (3) dwelling units per acre. This equates to 14,520 square feet of land area for per dwelling unit. Therefore, the new parcel must contain at least 14,520 square feet (or 1/3 acre) of gross upland area to comply with density standard of the LDC. Further, the new parcel must have sufficient land area so as not to create a nonconformity to any other code requirement, such as, setbacks. After the subdivision, both parcels must continue to have access to a public road either directly or via an easement.

At a pre-application conference, the applicant explained that access to the new parcel would be provided via an unnamed 20-foot-wide right-of-way on the adjacent Revised Plat of Sunrise Point that connects to Snapper Lane. It appears that this right-of-way currently provides that access.

The proposed subdivision is not part of this Major CUP application. Nonetheless, the property owner is responsible for compliance with the above-mentioned LDC.

#### V. RECOMMENDED ACTION:

Pursuant to LDC Section 110-70(b), an application for a Major Conditional Use Permit shall be reviewed by the Development Review Committee (DRC). The DRC shall give comments to the applicant, responsible staff and the Planning Director. Within 60 days of the meeting or within 60 days after any additional information required from the applicant is furnished or within 60 days after a required community meeting, the Department shall provide for advertisement of the required public hearing by the Planning Commission.

Staff recommends **APPROVAL**, subject to the following conditions:

- 1. Prior to the issuance of building permits for each building, the applicant shall obtain Residential ROGO allocation awards for the new employee housing dwelling units, pursuant to LDC Chapter 138, Article II.
- 2. Prior to a final Planning inspection for site work on the property, opaque fencing shall be installed (with appropriate building permit(s)) along the northeast property line side property line between the development and Lot 3 on Snapper Lane.

- 3. The traffic control measures depicted on Sheet SI-1, dated January 21, 2021, that direct vehicles exiting the development to turn right only, directly towards US1, shall be implemented and maintained.
- 4. Prior to commencement of construction on the site, a substantial fence (board on board wood fence, properly installed chain link, etc.) shall be placed along the edge of the internal roadway and shall remain for the full duration of construction. If the hammock successfully remains unimpacted during construction, it may counted as part of the required conservation easement area.
- 5. Before a certificate of occupancy or final inspection approval may be issued for any structure, portion, or phase of a project subject to this chapter, a grant of conservation easement running in favor of the County shall be approved by the Planning Director and the County Attorney and recorded in the official public records of the County.
- 6. Mitigation in accordance with LDC Chapter 118-8 shall be required prior to permit issuance.
- 7. Employee housing dwelling units are restricted to households meeting the income and employment requirements of LDC Section 139-1(a)(6)b. Except as provided for under the special provisions for employer-owned rental housing as set forth under subsection (a)(6)k of this section, if the affordable housing dwelling unit is designed for employee housing, the use of the dwelling is restricted to households that derive at least 70 percent of their household income from gainful employment in the county and meet the adjusted gross annual income limits for median income as defined in Section 101-1. The required restrictive covenants for employee housing must be approved by the Planning Director and the County Attorney prior to recording and prior to issuance of any building permit, pursuant to LDC Section 139-1(f)(1).
- 8. The leasing/management office and cabana building is accessory to the principal residential use and shall not be used for other purposes or open to the general public.
- 9. A major conditional use permit is not a final approval for certain development. The applicant shall obtain building permits for any improvement requiring such an approval.
- 10. The scope of work has not been reviewed for compliance with Florida Building Code. Prior to the issuance of Building Permits, new development and structures shall be found in compliance by the Monroe County Building Department, Floodplain Administrator, and the Office of the Fire Marshal.
- 11. The Public Works Division shall review any proposed work within County public rights-of-way and the Division maintains the right to request revisions as it carries out its review of any application for an access permit. It is the responsibility of the applicant to obtain all required permits before starting work.

#### VI. LATEST PLANS REVIEWED:

1 2 3

4

5

6

7

8

9

10

11

12

13 14

15 16

17

18

19

20

21

22

23

24

25

26

- 1. Title Page (T-1), signed and sealed 7/10/2020 by Daryle L. Osborn, P.E.
- 2. Site Plan (C-1), signed and sealed 7/10/2020 by Daryle L. Osborn, P.E.
- 3. Site Improvement Plan (SI-1), signed and sealed 1/21/2021 by Daryle L. Osborn, P.E.
- 4. Survey by Eugenia L. Formoso, P.S.M. of FormTech Land Surveying, Inc. signed and sealed 1/12/2017.
- 5. Landscape Plan (L-1), signed and sealed 1/7/2021 by Daryle L. Osborn, P.E.
- 6. Stormwater Site Plan (SW-1), signed and sealed 1/21/2021 by Daryle L. Osborn, P.E.
- 7. Building Type "A" Floor Plans (A-1), signed and sealed 7/10/2020 by Daryle L. Osborn, P.F.
- 8. Building Type "B" Floor Plans (A-2), signed and sealed 7/10/2020 by Daryle L. Osborn, P.E.
- 9. Building Type "C" Floor Plans (A-3), signed and sealed 7/10/2020 by Daryle L. Osborn, P.E.
- 10. Office/Cabana Floor Plans (A-4), signed and sealed 7/10/2020 by Daryle L. Osborn, P.E.
- 11. Building Type "A" & "B" Elevation Plans (A-5), signed and sealed 7/10/2020 by Daryle L. Osborn, P.E.
- 12. Building Type "C" & Office/Cabana Elevation Plans (A-6), signed and sealed 7/10/2020 by Daryle L. Osborn, P.E.
- 13. Photometric Plan (S-1), signed and sealed 1/7/2021 by Daryle L. Osborn, P.E
- 14. Dumpster Enclosure Structural Plan (S-1), signed and sealed 7/10/2020 by Daryle L. Osborn, P.E.
- 15. Traffic Impact Statement by KBP Consulting, Inc., signed by Karl B. Peterson P. E. dated July 1, 2020.